

## Message Text

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ACTION SPM-01

INFO OCT-01 ARA-16 ISO-00 SP-03 AID-20 AGR-20 CIAE-00

DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-07 PA-04

RSC-01 PRS-01 SS-20 USIA-15 EB-11 SWF-02 IO-14 HEW-08

COME-00 TRSE-00 OMB-01 HUD-02 DRC-01 /171 W

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R 191310Z JUN 74

FM AMEMBASSY SANTO DOMINGO

TO SECSTATE WASHDC 0736

C O N F I D E N T I A L SECTION 1 OF 2 SANTO DOMINGO 2472

E.O. 11652: GDS

SUBJECT: REVIEW OF POPULATION POLICIES AND PROGRAMS

REF: STATE 112325

1. SUMMARY: REFTEL QUESTIONS HAVE BEEN ADDRESSED AT LENGTH IN '75-76 CASP, USAID/DR'S DEVELOPMENT ASSISTANCE PROGRAM (DAP), THE 1974 AGRICULTURE SECTOR ASSESSMENT AND SEVERAL RECENT MISSION CABLES. THE USAID-SUPPORTED GODR HEALTH SECTOR ASSESSMENT NOW IN PROGRESS IS DEALING WITH LIKE QUESTIONS IN EVEN GREATER DEPTH. THESE DOCUMENTS MAKE CLEAR THAT CENTRAL TO ALL DEVELOPMENT PROBLEMS FACING THE DOMINICAN REPUBLIC IS THE FACT THAT ITS POPULATION IS INCREASING AT A RATE OF APPROXIMATELY 3.3 PERCENT PER YEAR, WHICH IF UNCHECKED WILL CAUSE SERIOUS ECONOMIC AND POLITICAL DISLOCATIONS, MOST LIKELY STARTING IN THE NEXT DECADE. BECAUSE OF HISTORICALLY CLOSE RELATIONS BETWEEN OUR COUNTRIES, THIS MAY LEAD TO A SUBSTANTIALLY INCREASED DEMAND FOR U.S. FOODSTUFFS, UNLESS THE DOMINICANS NOW BEGIN TO AUGMENT THEIR EFFORTS BOTH TO REDUCE THE BIRTHRATE AND TO INCREASE THE INDIGENOUS SUPPLY OF FOOD. U.S. BILATERAL EFFORTS TO FOCUS INTERNATIONAL ATTENTION ON THE PROBLEM RISK BEING COUNTER PRODUCTIVE. THE AMBASSADOR HAS, HOWEVER, HAD OCCASION TO DISCUSS THE GRAVITY OF THE PROBLEM WITH THE PRESIDENT OF THE REPUBLIC, WHO EVIDENCED DEEP CONCERN. ADDITIONALLY, VARIOUS INTERNATIONAL AND PRIVATE

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ORGANIZATIONS ARE ENGAGED IN SENSITIZING DOMINICAN OFFICIALS TO

THE POPULATION PROBLEM WITH VARYING DEGREES OF SUCCESS, THEIR EFFORTS AIDED BY THE FACT THAT THEY HAVE NOT BEEN HINDERED BY SERIOUS DOCTRINAL OR INSTITUTIONAL OBSTACLES. AT PRESENT, THE APPROACH OF THE U.S. MISSION TO THE PROBLEM HAS BEEN WITHIN THE CONTEXT OF A MATERNAL/INFANT CARE PROGRAM, WHICH, SINCE IT HAS PROVED TO BE AN APPROACH ACCEPTABLE TO DOMINICANS, WILL MOST LIKELY BE CONTINUED AND PERHAPS EXPANDED. DIRECT POPULATION CONTROL ACTIONS WILL BE LEFT TO INTERNATIONAL AND PRIVATE ORGANIZATIONS. IN ORDER FOR THE U.S. MISSION TO MAINTAIN THIS POSTURE WITH ANY DEGREE OF SUCCESS, HOWEVER, THE MULTILATERAL AND PRIVATE AGENCIES WILL AT A MINIMUM HAVE TO APPORTION THEIR INDIVIDUAL AREAS OF RESPONSIBILITY MORE CLEARLY AND COORDINATE THEM MORE FULLY.

2. SEVERAL OF THE POINTS WHICH ARE NOTED IN THE REFTEL AND WHICH ARE TO BE ADDRESSED IN THE DEPARTMENT'S STUDY HAVE BEEN EXPLORED IN SOME DEPTH IN THE FY 1975-1976 COUNTRY ASSISTANCE STRATEGY PAPER (CASP) AS WELL AS IN THE USAID'S DEVELOPMENT ASSISTANCE PROGRAM (DAP) FOR FY 1975. FURTHER, THE USAID IS CURRENTLY SUPPORTING

A MAJOR DOMINICAN HEALTH SECTOR ASSESSMENT WHICH IS DESIGNED TO AMPLIFY THE BROAD CONCLUSIONS REACHED IN THE ABOVEMENTIONED DOCUMENTS,

AS WELL AS TO SET OUT THE BENCHMARKS FOR PROSPECTIVE PROGRAM ACTIONS BY THE DOMINICAN GOVERNMENT AND EXTERNAL DONORS.

3. THE MISSION'S COMMENTS ON THE SPECIFIC QUESTIONS RAISED IN THE REFCABLE FOLLOW SERIATIM:

A. EFFECTS OF POPULATION FACTORS

(1) THE EFFECTS OF THE CONTINUING POPULATION GROWTH IN THE DOMINICAN REPUBLIC (ABOUT 3.3 PERCENT PER ANNUM) AND ITS RESULTING NEGATIVE IMPACT ON DEVELOPMENT PROSPECTS WERE DISCUSSED IN SANTO DOMINGO 4282 (10/17/73), SD 4177 (10/10/73), AND SD 4105 (10/5/73). THE IMPACT OF THE DEMOGRAPHIC PROBLEM HAS BEEN STUDIED IN GREATER DETAIL AS IT RELATES TO THE AREAS OF AGRICULTURE, HEALTH, EDUCATION AND HOUSING IN SECTION I, PARTS A AND B AND SECTION 2, PARTS A, B, C AND E OF THE DAP.

IN BRIEF, THE ABOVE DOCUMENTS MAKE CLEAR THAT THE PRESENT GROWTH RATE IF UNCHECKED WILL BRING PRESSURES FOR GOVERNMENT

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SERVICES IN SUCH MAGNITUDE THAT RATIONAL PLANNING AND MEDIUM TO LONGER TERM PROGRAMS FOR ECONOMIC AND SOCIAL DEVELOPMENT WILL BE RENDERED VIRTUALLY IMPOSSIBLE AND GIVE WAY TO AD HOC MEASURES TO DELIVER ONLY IMMEDIATE, BASIC SERVICES SUCH AS FOOD, MINIMAL HOUSING AND EMPLOYMENT. THIS LIKELY WILL BE ACCOMPANIED BY A PROGRESSIVE DETERIORATION IN THE STANDARD OF LIVING AND A NARROWING OF THE RANGE OF ECONOMIC OPPORTUNITIES FOR SUBSTANTIAL SEGMENTS OF THE POPULATION. UNLESS SOUND DEVELOPMENT POLICIES

ARE ADOPTED AND FORCEFULLY IMPLEMENTED, FOR EXAMPLE, TO KEEP PEOPLE AND AGRICULTURAL PRODUCTION IN REASONABLE BALANCE, THE PRESENT RATE OF ECONOMIC PROGRESS IN THE DOMINICAN REPUBLIC WILL BE BUT TRANSITORY IN NATURE.

(2) THE DEMAND FOR U.S. FOOD WILL, IN CONSIDERABLE MEASURE, DEPEND ON THE ABILITY OF THE DOMINICAN AGRICULTURAL SECTOR TO INCREASE DOMESTIC PRODUCTION OF FOOD STAPLES SO AS TO MEET RISING CONSUMPTION DEMANDS GENERATED, INTER ALIA, BY POPULATION GROWTH AND URBANIZATION. EXTENSIVE ANALYSES OF THE PRESENT AND FUTURE PROSPECTS FOR THE DEVELOPMENT OF AGRICULTURE IN THE DOMINICAN REPUBLIC IS CONTAINED IN THE USAID'S AGRICULTURE SECTOR ASSESSMENT.

AT PRESENT, THE DEMAND FOR FOREIGN SOURCE COMMODITIES IS UP SHARPLY FROM A LEVEL OF ABOUT \$20 MILLION IN PREVIOUS YEARS TO MORE THAN \$60 MILLION FOR 1973. MOST DISTURBING IS THE FACT THAT THE BULK OF THESE IMPORTS, MOST ORIGINATING IN THE U.S., WERE IN STAPLE COMMODITIES--RICE, BEANS, WHEAT AND EDIBLE OILS. DROUGHT CONDITIONS WERE IN PART RESPONSIBLE; HOWEVER, THERE HAS ALSO BEEN AN INCREASE IN DEMAND RESULTING FROM HIGHER INCOMES LARGELY IN URBAN AREAS. IMPORTS OF RICE AND BEANS CAN BE REDUCED OR ELIMINATED IN THE NEAR TERM (UNTIL 1980) AND EDIBLE OIL IMPORTS CAN BE MINIMIZED OVER THE SAME PERIOD IF VITAL MEASURES, DISCUSSED IN THE AGRICULTURAL ASSESSMENT, ARE PUT INTO EFFECT. HOWEVER, BEYOND 1980 AND ON TO 2000 AS THE POPULATION DOUBLES TO TREBLES ADDITIONAL IMPORTS OF STAPLE COMMODITIES WILL BE REQUIRED, THE MAGNITUDE THEREOF TO BE DETERMINED IN SIGNIFICANT MEASURE BY HOW SUCCESSFUL THE DOMINICANS ARE IN THIS DECADE IN TACKLING THEIR POPULATION GROWTH AND FOOD PRODUCTION PROBLEMS.

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ACTION SPM-01

INFO OCT-01 ARA-16 ISO-00 SP-03 AID-20 AGR-20 CIAE-00

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RSC-01 PRS-01 SS-20 USIA-15 EB-11 SWF-02 IO-14 HEW-08

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R 191310Z JUN 74  
FM AMEMBASSY SANTO DOMINGO  
TO SECSTATE WASHDC 0737

C O N F I D E N T I A L SECTION 2 OF 2 SANTO DOMINGO 2472

(3) WITH RESPECT TO THE QUESTION REGARDING POPULATION GROWTH AND DOMESTIC INSTABILITY, THE MISSION REFERS TO THE EXCELLENT 70-PAGE DOCUMENT REPORTING ON A SEMINAR HELD IN THE DEPARTMENT LAST YEAR DISCUSSING PRECISELY THIS ISSUE. THE CONCLUSIONS CONTAINED THEREIN ARE GENERALLY APPLICABLE TO THE DOMINICAN REPUBLIC. WE WOULD ADD THAT THE PROSPECTS OF SERIOUS SOCIAL AND ECONOMIC DISEQUILIBRIA AND RESULTING POLITICAL INSTABILITY ARISING FROM UNCHECKED POPULATION GROWTH WOULD APPEAR MOST PROBABLE IN THE 1980'S AS FOOD RESOURCES AND PUBLIC SERVICES BECOME INCREASINGLY INADEQUATE IN THE FACE OF IMMEDIATE NEEDS.

B. NEW INITIATIVES OR DIFFERENT MEASURES

(1) AT PRESENT, THE MISSION DOES NOT RECOMMEND THAT THE USG INITIATE BILATERAL MEASURES DIRECTLY DESIGNED TO FOCUS INTERNATIONAL ATTENTION ON THE POPULATION PROBLEM OF THE DOMINICAN REPUBLIC. WE CAN, HOWEVER, SUPPORT EXPANDED AND MORE ACTION-ORIENTED MULTILATERAL AND PRIVATE PROGRAMS IN THE VARIOUS FIELDS OF FAMILY PLANNING WHICH ARE INTENDED TO DRAW SUCH ATTENTION PROVIDED THAT THESE ARE CLOSELY COORDINATED WITH DOMINICAN INSTITUTIONS.

(2) BILATERAL EFFORTS BY THE MISSION TO INCREASE RECOGNITION BY DOMINICAN LEADERS OF THE DANGERS OF THE POPULATION PROBLEM HAVE INCLUDED DISCUSSIONS WITH PRESIDENT BALAGUER (SEE CONFIDENTIAL

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SANTO DOMINGO 4282) AND KEY HEALTH OFFICIALS (SEE SANTO DOMINGO 4177). THERE HAVE ALSO BEEN A NUMBER OF FAMILY PLANNING OFFICIALS AND MEMBERS OF THE ARMED SERVICES WHO HAVE PARTICIPATED IN THE ARLIE FOUNDATION POPULATION DIALOGUES PROGRAM WHICH IS SUPPORTED BY AID/W. THIS ACTIVITY COULD WELL BE EXPANDED TO ENCOMPASS KEY OFFICIALS IN AREAS OTHER THAN HEALTH.

THE MULTILATERAL AGENCY UNFPA AND THE POPULATION COUNCIL ARE JOINTLY IMPLEMENTING A \$4.1 MILLION MULTI-YEAR (1973-1976) FAMILY PLANNING PROGRAM WITH THE DOMINICAN POPULATION AND FAMILY COUNCIL (CONAPOFA). THIS MAJOR EFFORT IS ALREADY HAVING SOME POSITIVE EFFECT OF ENCOURAGING DOMINICAN ENTITIES TO TAKE MEASURES TO DEAL WITH ADVERSE POPULATION TRENDS. THE IPPF IS ALSO ENGAGED IN A MASS MEDIA EDUCATION PROGRAM WHICH IS CONTRIBUTING TO INCREASED POPULAR AWARENESS. THESE ACTIVITIES, DESIGNED IN PART TO SENSITIZE DOMINICAN OFFICIALS TO THEIR SERIOUS POPULATION PROBLEMS, HAVE BEEN REASONABLY EFFECTIVE AND MUST CONTINUE, BOTH FORMALLY AND INFORMALLY, IN ORDER TO TRIGGER GREATER DOMINICAN INITIATIVE AND ENERGY IN COPING ON A SUSTAINED BASIS

WITH THE PRESSING PRIORITIES OF EXCESSIVE POPULATION GROWTH.

ALTHOUGH THERE ARE NO BASIC OBSTACLES TO GAINING LOCAL RECOGNITION OF THE POPULATION PROBLEM, THE ACCEPTANCE OF FAMILY PLANNING PROGRAMS IS DIFFICULT BOTH BECAUSE OF LOCAL INDIFFERENCE AND INERTIA AND A PAUCITY OF CLEAR AND CULTURALLY EFFECTIVE INFORMATION. THE DOMINICAN CATHOLIC CHURCH HAS THUS FAR NOT TAKEN AN ACTIVE POSITION AGAINST SUCH PROGRAMS, AND THERE IS THE PROSPECT THAT THE CHURCH WILL UNDERTAKE AN OFFICIAL INFORMATION, EDUCATION, AND COMMUNICATION PROGRAM ON FAMILY PLANNING. IN A FEW OF THE REGIONS OF THE DR, YOUNGER MEMBERS OF THE CLERGY AS WELL AS MISSIONARY PRIESTS ARE ALREADY INVOLVED, ALBEIT DISCREETLY, IN FAMILY PLANNING ACTIVITIES.

(3) SINCE 1969 THE MISSION HAS FOLLOWED THE STRATEGY OF ENCOURAGING FAMILY PLANNING IN THE DR THROUGH AN ARRAY OF SELECTIVE ACTIVITIES. THE THRUST OF THE STRATEGY HAS INVOLVED SUPPORTING FAMILY PLANNING WITHIN THE CONTEXT OF A BROAD MATERNAL INFANT CARE (MIC) PROGRAM. THIS SUPPORTIVE BILATERAL APPROACH IS ONE REASON WHY THE CHURCH HAS AVOIDED OPENLY OPPOSING FAMILY PLANNING AS AN INTEGRAL PART OF PUBLIC HEALTH SERVICES. AFTER THE GODR FORMALLY ANNOUNCED ITS NATIONWIDE MIC PROGRAM AND OPENED ITS FIRST FAMILY PLANNING CLINIC IN MAY 1967, THE MAJOR NEWSPAPERS PRINTED EDITORIALS AND ARTICLES LAUDING THE GODR FOR

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REACTING TO THE POPULATION PROBLEM WITH A POSITIVE PROGRAM DESIGNED TO SAFEGUARD THE HEALTH AND WELFARE OF THE NATION, NOT A PROGRAM WHICH WOULD MERELY REDUCE THE NUMBER OF BIRTHS.

THE COMPLEX QUESTION OF HOW TO GAIN INCREASED ACCEPTANCE FOR FAMILY PLANNING IN THE DOMINICAN SOCIETY IS NOW BEING RESEARCHED IN DETAIL IN THE HEALTH SECTOR ASSESSMENT. ALSO, THIS STUDY WILL INCLUDE AN EVALUATION OF ON-GOING FAMILY PLANNING PROGRAMS. THUS, WE PREFER TO DEFER ANY NEW BILATERAL INITIATIVES OR MEASURES IN THIS AREA UNTIL THE RESULTS OF THE ASSESSMENT ARE AVAILABLE.

MULTILATERALLY, THE UNFPA AND CONAPOFA ARE CURRENTLY PLANNING TO CONDUCT A KNOWLEDGE, ATTITUDES AND PRACTICES (KAP) STUDY WHICH SHOULD SHED SOME LIGHT ON WHAT NEW APPROACHES MAY BE NEEDED TO GAIN GREATER AND MORE EFFECTIVE ACCEPTANCE OF FAMILY PLANNING. FULL MISSION SUPPORT IS BEING GIVEN TO THIS PROJECT.

#### C. IMPROVEMENTS

(1) WHATEVER CHANGES THE MISSION MAY SEEK TO UNDERTAKE IN ITS BILATERAL MIC/FAMILY PLANNING PROGRAM NOTED ABOVE, WILL LARGELY DEPEND ON THE RESULTS OF THE ON-GOING HEALTH ASSESSMENT. IN THIS REGARD, THE USAID HAS UNDERTAKEN TO STRENGTHEN ITS GENERAL CAPABILITY IN THE HEALTH SECTOR AND TO AUGMENT ITS EXPERTISE SPECIFICALLY IN FAMILY PLANNING AND POPULATION CONTROL, BY ADDING TO ITS STAFF DR. DONALD MACQORQUODALE AS ITS SENIOR OFFICER IN

HEALTH AND NUTRITION. DR. MACCORQUODALE, A RECOGNIZED AND EXPERIENCED ADVISOR IN FAMILY PLANNING AND POPULATION CONTROL MEASURES, WILL ARRIVE AT POST IN LATE SUMMER IN TIME TO EVALUATE THE FINDINGS OF THE HEALTH ASSESSMENT AND TO RELATE THEM TO FUTURE PROSPECTS AND POSSIBLE CHANGES IN THE U.S. ROLE IN THE MIC/MFAMILY PLANNING PROGRAM. IT IS UNLIKELY, HOWEVER, THAT WE WILL ABANDON THE SUPPORTIVE LOW PROFILE APPROACH NOW IN EFFECT. WE ARE PREPARED, NEVERTHELESS, TO RESPOND AFFIRMATIVELY TO FUTURE DOMINICAN INITIATIVES EITHER WITH DIRECT BILATERAL SUPPORT IF THEY FALL WITHIN THE PURVIEW OF ACTION WHICH WE HAVE CHOSEN FOR OURSELVES OR BY CHANNELING THEM TO OTHER INTERNATIONAL

OR PRIVATE INSTITUTIONS WHICH HAVE BEEN MOST RESPONSIVE TO REQUESTS FOR ASSISTANCE. IN SHORT, WE WILL CONTINUE TO SUPPORT MEASURES TO CONTROL POPULATION GROWTH BY PROVIDING A FAVORABLE ENVIRONMENT IN WHICH WELL-DESIGNED POPULATION PROGRAMS CAN OCCUR, I.E., THROUGH THE

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CONTINUED SUPPORT OF A MIC PROGRAM AND NEW INITIATIVES SUCH AS LOW-COST HEALTH DELIVERY SYSTEMS ONE OF WHOSE FUNCTIONS WOULD BE TO EXPAND PARTICIPATION IN, AND OBTAIN BROADER POPULAR ACCEPTANCE OF, EFFECTIVE SELF SUSTAINING FAMILY PLANNING PROGRAMS.

(2) THE MAJOR PROBLEM CONFRONTING MULTILATERAL AND PRIVATE AGENCIES IS THAT THEY HAVE NOT DEVELOPED A CLEAR-CUT DIVISION OF RESPONSIBILITIES NOR IS THERE A HIGH DEGREE OF SPECIALIZATION IN CERTAIN AREAS. THERE IS STILL SOME UNCERTAINTY AMONG DOMINICAN OFFICIALS AS TO WHICH INSTITUTION SHOULD BE APPROACHED FOR SPECIFIC TYPES OF FAMILY PLANNING ASSISTANCE. FURTHER, THE LACK OF SPECIALIZATION HAS LED TO SOME DUPLICATION AND A LACK OF OPTIMUM EFFORT, I.E., SEVERAL SMALL PROJECTS CARRIED OUT SEPARATELY BY DIFFERENT AGENCIES IN THE SAME GENERAL FIELD WITHOUT ADEQUATE COORDINATION. TO A CERTAIN EXTENT, THE MULTI-YEAR UNFPA/CONAPOFA PROJECT HAS REMEDIED THIS PROBLEM AT THE COUNTRY LEVEL; HOWEVER, CLOSER DONOR COORDINATION AT THE INTERNATIONAL LEVEL IS STILL NEEDED.

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** ECONOMIC DEVELOPMENT, LESS DEVELOPED COUNTRIES, BIRTH CONTROL, POLICIES, FAMILY PLANNING, DEVELOPMENT PROGRAMS, COUNTRY TEAM, POPULATION GROWTH RATE, SOCIAL PROBLEMS, SOCIAL CHANGE  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 19 JUN 1974  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** WorrelSW  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1974SANTO02472  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D740160-0112  
**From:** SANTO DOMINGO  
**Handling Restrictions:** n/a  
**Image Path:**  
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**Legacy Key:** link1974/newtext/t19740632/aaaabawl.tel  
**Line Count:** 317  
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**Office:** ACTION SPM  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 6  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** STATE 112325  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** WorrelSW  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 25 SEP 2002  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <25 SEP 2002 by boyleja>; APPROVED <14 FEB 2003 by WorrelSW>  
**Review Markings:**

Declassified/Released  
US Department of State  
EO Systematic Review  
30 JUN 2005

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** REVIEW OF POPULATION POLICIES AND PROGRAMS  
**TAGS:** SPOP, ECON  
**To:** STATE  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005